

Agency Strategic Plan

Department of Juvenile Justice

Agency Mission, Vision, and Values

Mission Statement:

The Virginia Department of Juvenile Justice's mission is to protect the public through a balanced approach of comprehensive services that prevent and reduce delinquency through partnerships with families, schools, communities, law enforcement and other agencies, while providing the opportunity for delinquent youth to develop into responsible and productive citizens.

Agency Vision:

The Department of Juvenile Justice will reduce delinquency and rehabilitate youth through a comprehensive system of community-level and institutional programs. The innovation, quality, and effectiveness of those programs will establish us as a national leader in juvenile justice. The integrity, dedication, and expertise of our staff will earn them professional recognition, and will demonstrate our commitment to the health, welfare, and safety of the youth we serve and the public we protect.

Agency Values:

- Promoting the attitude that all juveniles, regardless of their offenses, are worthy of the Department's very best efforts.
- Designing and providing services that meet the individual needs of each youth and focus on reducing a youth's risk of offending.
- Confining juvenile offenders who are a danger to themselves or the community.
- Maintaining a system of institutions conducive to positive growth by providing programs that meet the physical, emotional, and educational needs of the youth in their care.
- Promoting prevention services that address delinquency risk factors such as truancy, poor school performance, family problems, and negative peer association.
- Ensuring that community-based services provided by the Department support community crime prevention, address concerns of crime victims, and encourage family involvement.
- Maintaining a balance of individualized services to ensure offender accountability and public protection and develop competency-based skills so that juveniles have the opportunity to become productive members of society.
- Recruiting, supporting, and maintaining a competent and diverse work force.
- Working as a partner with other agencies and localities to promote crime prevention and a seamless system of program services.

Agency Executive Progress Report

Current Service Performance

Each year DJJ produces an annual summation of statistics and trends in Virginia juvenile justice. This information is published in the Virginia Department of Juvenile Justice Data Resource Guide. This publication contains an overview of the agency and its mission and vision, as well as information on community programs, institutional programs, and reoffense rates for department programs. The FY2004 publication is currently available on the DJJ website (www.djj.virginia.gov). The FY2005 publication will be available in January 2006 (this version will also be available in the DJJ website).

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Productivity

Specific information on trends for community programs (including the court service units, juvenile detention facilities, and programs funded by the Virginia Community Crime Control Act) and for DJJ's juvenile correctional facilities is included in the annual Data Resource Guide. Information includes data on admissions, releases, the average daily population, length of stay in programs or facilities, and recidivism.

Specific information on initiatives and productivity for major agency programs is included in the following sections.

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Major Initiatives and Related Progress

COMMUNITY PROGRAMS

Appropriate Utilization of Detention

The Department of Juvenile Justice (DJJ) has recently taken on a leadership role in Virginia's efforts to change the use of secure detention for juveniles in the Commonwealth. The goal is to minimize the number of non-violent offenders who need to be detained, whether the venue is a local detention center or one of the state's juvenile correctional centers (JCCs). DJJ wants to ensure that the community is protected from juveniles who are a threat to public safety while, at the same time, finding non-secure alternatives to detention for those for whom this approach is appropriate. This long-range effort will make a positive change in the treatment of Virginia's children. In these efforts, Virginia joins a growing number of states and localities across the country that have linked to the Juvenile Detention Alternative Initiative (JDAI) that is spearheaded and supported by the Annie E. Casey Foundation, the nation's largest philanthropic organization focused on improving the lives and communities of disadvantaged children in the United States.

Structured Decision Making

DJJ has implemented objective decision-making tools for detention admissions and for probation/parole, thereby focusing resources on offenders representing the highest risk to public safety. Specifically, the Detention Assessment Instrument (DAI) is used at the time of a juvenile's initial presentation to the DJJ intake officer in order to guide the decision as to whether the juvenile should be placed in secure detention, a less secure, community based alternative to detention, or released to his/her parents or other responsible adult. The DAI score guides the decision making process and there are provisions for discretionary (e.g., aggravating and/or mitigating considerations) and mandatory overrides (e.g., firearms offenses) to allow for situations where such circumstances exist. The DAI is heavily weighted toward public safety considerations (e.g. severity of the alleged offense, other pending offenses, the juvenile's current legal status (probation, parole, not on supervision) and the threat to fail to appear for future court hearings (e.g., history of absconding, prior failures to appear).

Community Placement Pilots

In April of 2004, DJJ placed its first ten boys in the Shenandoah Valley Juvenile Center's Community Placement Program (CPP). The Tidewater Detention Home in Chesapeake was most recently selected as the Department's second CPP. The new program represents a contractual partnership between DJJ and a regional juvenile detention center to place state-committed juveniles in a smaller, community-based setting. The philosophy behind the Program is based on research that suggests smaller, community-based programs, with an emphasis on individually tailored treatment plans, will likely result in a more positive community reintegration and reduce the likelihood of recidivism. The aftercare in parole is an important component of the two CPP programs. Many of the juveniles in these programs will have mentors assigned to them, and some will participate in job placement services. Probation officers will work with the juveniles on meeting their individual needs. CPP is representative of the partnership between the Department and the localities that operate secure detention facilities. It is an important "first step" in providing services to juveniles in smaller, secure community located settings.

INSTITUTIONS

Juvenile Correctional Center (JCC) Utilization Report & Closure of a Correctional Center

The 2004 special session of the General Assembly added to the budget bill language requiring DJJ to provide a report on its plans for utilization of the state's JCCs, including any projected alternative programs for housing juvenile offenders committed to the Department. The report was submitted to the General Assembly prior to the 2005 session. The report looked at funding and staffing levels and included alternative plans based upon requests for additional resources in subsequent biennia. As a result of the report and a decline in the JCC population, the Department successfully closed and mothballed an entire center (Barrett JCC).

Work Release Pilot

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Near the end of fiscal year 2005, the DJJ and the Department of Correctional Education (DCE) applied for and received a new Department of Labor grant that will, in FY 2006, expand the vocational program offerings at Culpeper JCC and provide a pilot-site for the Work Release Program at Natural Bridge JCC.

The purpose of the Work/Education Release Program is to provide select juveniles with opportunities for successful transition back into the community by providing employment skills, educational opportunities, job placement in the community, life skills training, and transitional living while being monitored by staff. Compliance with program rules, curfews, task completion, demonstration of fiscal responsibility, and participation in life skills training are all part of this program.

Gang Intervention:

Governor's Strategy

In early spring of 2004, Governor Mark R. Warner announced a four-pronged effort to reduce gang violence throughout Virginia. The Governor's program focuses on enforcement, prosecution, training, and prevention. As part of his strategy, Governor Warner directed the Department to implement policies and a plan to respond to gang activity with the population it serves.

DJJ has been actively pursuing and meeting these objectives. In April, the DJJ Gang Response Task Force, chaired by Marilyn Di Paolo, was convened for the first time and began its work identifying strategies to respond to gang-involved youth who are managed by Department entities in institutions and in the community.

Juvenile Correctional Centers (JCCs)

In the JCCs, standard operating procedures (SOPS) related to gangs have been implemented. The new SOPS include the requirement for classification and identification of all gang-involved youth and require an increased Length of Stay for any violent gang-related behavior. Photographs of any existing tattoos are taken and gang identification evaluations are completed. Security Threat Group (STG) coordinators and "Intel" officers have been designated by the JCC Superintendents and trained by Benjamin Anthony and George Wakefield on gang awareness, classification, and staff security.

At the end of September 2004, with support from the Governor's Office of Substance Abuse Prevention (GOSAP), 140 probation officers, probation supervisors, Court Service Unit (CSU) Directors, and key central office staff received gang awareness and intervention training. Nationally-recognized experts (Dr. Al Valdez, Regina Huerter, and Ron "Cook" Barrett) provided a stimulating and productive day of training. The Department is developing a JTS module that will include comprehensive information about gangs and gang members. In the future DJJ will look forward to including the participation of detention centers in sharing and maintaining this new module.

Bryne Grant for Gang Prevention and Intervention

The Department received a grant of \$198,376, which is being matched by agency funds of \$66,124 for a total of \$264,500. Grant funding will be used to purchase and implement a gang prevention and intervention curriculum that will be used in the 35 CSUs under DJJ's direction, as well as the three halfway houses and seven JCCs. Some funding will also be made available to provide services in the community that address a juvenile's specific gang-related risk factors, such as the absence of after school supervised and structured activities or development of job skills. Implementation of the program will begin early in 2006, and the program will be conducted throughout the remainder of this year.

DATA DRIVEN MANAGEMENT & ANALYSIS

Juvenile Tracking System (JTS)

A juvenile tracking system has been expanded to provide a thorough picture of our juvenile population which enables DJJ to plan accordingly. An automated population system was developed that provides critical

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information used to make unit assignments and keep staff informed of ward demographics. Reports based on data in the JTS are available for DJJ staff (with appropriate and restricted access) through secure connections to the DJJ website (links to the Decision Support System and SafeMeasures).

Data Resource Guide

The Data Resource Guide, produced by the Research and Evaluation Unit, provides a comprehensive look at juvenile justice activity in the Commonwealth. The annual publication continues to generate high praise. The Guide, with its locally driven statistics, provides comprehensive information on Virginia's juvenile justice system. It is a key source for many of the information decisions made relating to juvenile justice in the Commonwealth as it is widely distributed to many audiences, such as the legislature, judges, and those in the juvenile justice community.

DJJ Research Quarterly

The DJJ Research Quarterly, produced by the Research and Evaluation Unit, addresses current issues facing juvenile justice. The Research Quarterly issues contain information relevant not only to juvenile justice in Virginia, but to those who work with juveniles across the country. The DJJ Research and Evaluation section has published information on the issues surrounding female offenders in the juvenile justice system, the success of Virginia's Youth Industries work program, and the complexity of recidivism evaluation in juvenile justice (in Virginia and in other states). Upcoming topics will include detention reform and the Virginia Wilderness Institute program. Overall, the Research Quarterly publications provide a source of discussion among juvenile justice professionals about these important topics.

SPECIAL PROJECTS

Disproportionate Minority Contact

In July 2003, a Disproportionate Minority Contact (DMC) position was created to focus solely on this issue within the Department. On June 28-29, 2004, in Arlington, Virginia, DJJ held a DMC Conference that had a total of 150 participants. The Department of Juvenile Justice Services for the State of Maryland also shared in this special event. The conference focus and presentations were for DJJ management staff and others that provide services to youth and families before the juvenile justice system. The Conference had seven speakers who gave their unique perspectives and knowledge on the issues of overrepresentation of minorities in the juvenile justice system.

DJJ Partnership: Electronic Newsletter

DJJ Partnership is an electronic newsletter designed to make stakeholders more aware of the people and programs that make up the Department.

LEGISLATION

HB 600 Appointment of Counsel for Detention Hearings: Delegate Allen Dudley (2004 General Assembly) HB 600 represents a significant structural change to the juvenile code in Virginia. First, HB 600 requires the appointment of counsel on behalf of the child to occur prior to an initial detention hearing unless an attorney has been retained and appears on behalf of the child. Second, when a child is not detained, but is alleged to have committed an offense that could lead to commitment to a JCC, that child may waive his right to an attorney only after he consults with an attorney. Because of the substantive changes in the law, HB 600 did not become effective until July 1, 2005. During the 2005 General Assembly session, the fiscal impact of HB 600 was examined, and slight modifications to the implementation of HB 600 were made.

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HB 2670 Timing of Appointment of Counsel: No Waiver Without Consultation if Charge is a Felony: Delegate McDonnell (2005 General Assembly) HB 600 made two significant changes concerning the representation of children in juvenile court. First, an attorney must be appointed for a juvenile at the initial detention hearing if the child is not going to be released. Second, a child alleged to have committed an offense that may result in incarceration in a JCC cannot waive counsel without consulting with an attorney. Because of the complexities of implementing HB 600, the 2004 General Assembly delayed the effective date to July 1, 2005. However, as introduced in the 2005 session, HB 2409 sought to repeal HB 600 in its entirety before the bill even became effective. A second bill, HB 2670 sought to clarify and simplify the waiver provisions of HB 600. In the end, the 2005 General Assembly preserved the substance of HB 600 by rolling HB 2409 (the repeal bill) into HB 2670 (the clarifying bill). As passed, HB 2670 preserves the appointment of counsel for the initial detention hearing and amends the waiver provision so that a child alleged to have committed a felony cannot waive the right to counsel without first consulting with an attorney.

HB 1146 Juvenile Court Cases - Expediting Circuit Court Appeals: Delegate Bob McDonnell (2004 General Assembly) Under HB 1146, the circuit court, when practicable, must hold a hearing on the merits of the appeal from juvenile court within 45 days. Prior to HB 1146, there were no timeframes for conducting an appeal to circuit court and the average length of stay for a juvenile pending completion of the appeal was 90 days. The issue was one of fundamental fairness. Requiring the circuit court to conduct a hearing on the merits of an appeal within a specified timeframe when a juvenile remains incarcerated is consistent with the already established policy that when a person's liberty is at issue, expeditious action by the court is of the essence. A person, whose liberty is at stake, should not be punished for simply exercising his right to appeal. For local detention facilities, the legislation also meant potentially significant cost savings by reducing the number of detention beds needed to house juveniles awaiting completion of appeals of juvenile court decisions to circuit court.

HB 1062 Enhancing Informal Diversion at Intake: Delegate Ward Armstrong (2004 General Assembly) HB 1062 gives an intake officer greater discretion to proceed informally against a juvenile who is alleged to have committed a misdemeanor or status offense. By giving an intake officer greater discretion to proceed informally against a child who is alleged to have committed a misdemeanor or status offense, HB 1062 will have a positive impact upon those children whose initial diversion was based on a minor offense or occurred many years prior. The bill will benefit those children who are very young and those complainants who want to hold a child accountable for misbehavior but do not want to initiate formal court action (e.g., a complaint generated by the parents or custodians, school staff, neighbors, or a complaint encouraged by mental health workers or social workers for a young or mentally ill or out-of-control juvenile). Enhancing the intake officer's authority to divert a child into an effective community program without having to initiate formal court action will improve the administration and effectiveness of the entire juvenile justice system and help to relieve an overburdened court docket.

HB 2657 Establishing Juvenile Work & Educational Release Programs: Delegate Mamye BaCote (2005 General Assembly) HB 2657 authorized DJJ to establish work and educational release programs for approved juveniles in a JCC. Previously, DJJ did not have the authority to provide educational, vocational, or work-related experience outside of the JCC campus. Nonetheless, the House Committee on Militia & Police had significant reservations about placing committed juveniles in the community. After much negotiation and compromise, the House passed the bill with a delayed effective date, a pilot program for one year, and a report due before the 2006 session. The Senate unanimously supported the bill. This legislation will strengthen DJJ's ability to ensure that committed juveniles are equipped with the educational and career skills needed to successfully transition back into the community from which the juvenile was committed. Enhancing and creating educational and career training programs for incarcerated juveniles will increase the potential for obtaining meaningful employment upon release from a JCC. Meaningful employment will increase the likelihood of a successful transition back into the community and lessen the possibility of recidivism.

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HB 2245 & SB 843 Mental Health Services Transition Plan for Incarcerated Juveniles: Regulations: Delegate Robert B. Bell & Senator R. Creigh Deeds (2005 General Assembly) The Department worked closely with the Just Children Foundation for the passage of HB 2245 and SB 843, which require a mental health service transition plan for a juvenile being released from a JCC. The bills require DJJ to issue regulations for the planning and provision of post-release services for incarcerated juveniles who have a recognized mental health, substance abuse, or other therapeutic treatment need. The bills provide the structure and substance for the development of a mental health plan for a juvenile who has been identified by DJJ as having a mental health treatment need. The purpose of the mental health plan will be to identify and coordinate the provision of existing services available within the community to which the juvenile will be returning. The goal of the regulations will be to promote the seamless continuation of mental health services by the community in which a juvenile will reside.

HB 1209 Criteria for Detention or Shelter Care: Delegate Mamye BaCote (2004 General Assembly) This bill promotes DJJ's efforts to limit the use of secure detention to only those juveniles who represent an ongoing threat to public safety and to limit the duration of detention when appropriate, less restrictive alternatives can be identified and implemented. Moreover, DJJ is developing a collaborative statewide effort to improve policies as well as to assist localities with identifying those "best practices" through data-driven planning and decision-making on pre-dispositional detention issues such as overcrowding and disproportionate minority confinement. These efforts will result in a more effective use of public resources, protection of community safety, and the fair and equitable administration of justice in Virginia.

HB 2518 Court Services Units; Hiring Personnel: Delegate McDonnell (2003 General Assembly)
HB 2518 provided the authority of the Director of DJJ to hire, transfer, and terminate probation officers and supervisors as needed or demanded in state-operated CSUs. HB 2518 clarified the juvenile court's authority to appoint a CSU's director for each state or local CSU. The bill also clarified the Director's control over state-operated units and the localities' control of locally operated units.

HB 1274 No CHINS Evaluations at the Reception and Diagnostic Center (RDC):
Delegate Brian Moran (2004 General Assembly) HB 1274 amended Virginia Code §16.1-275 to remove children in need of services (CHINS) from those who may be placed in the temporary custody of DJJ for a 30-day diagnostic assessment at RDC prior to final disposition of such cases. Placing a status offender at RDC under the current law is a violation of the Office of Juvenile Justice Delinquency Prevention's (OJJDP) sight and sound separation requirements. This legislative proposal ensures that a child who is alleged to be in need of services is not incarcerated with juvenile delinquents in a JCC.

SB 1246 Support Payments to Department of Juvenile Justice: Senator William C. Mims (2003 General Assembly) SB 1246 provided that DJJ can apply to the Department of Social Services (DSS) for child support when a juvenile is committed to its custody. The amount of child support a parent or other responsible party has to pay would be determined in accordance with the child support guidelines.

HB 2529 Probation and Parole: Notice of Transfer Hearing and Circuit Court Disposition: Delegate Kenneth R. Melvin (2005 General Assembly) HB 2529 relates to notifications concerning a transfer hearing or when a juvenile is tried and convicted as an adult in circuit court. First, HB 2529 requires the attorney for the Commonwealth to notify the CSU that a transfer report is needed when a motion for a transfer hearing is filed with the juvenile court. Second, if the circuit court sentences a juvenile convicted as an adult, HB 2529 requires the circuit court clerk to provide a copy of the court's final order to the CSU in the same locality as the juvenile court from which the case had been transferred.

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Virginia Ranking and Trends

One of DJJ's primary responsibilities is the housing and supervision of committed youth in secure residential facilities. According to the most recent available data from the Census of Juveniles in Residential Placement (based on a survey of residential facilities in all states and the District of Columbia by the Office of Juvenile Justice and Delinquency Prevention in 2001), Virginia ranks 33rd overall in the number of committed residential placements (based on a rate per 100,000 juveniles). This ranking indicates that 32 states have a higher rate for committed residential placements than Virginia.

Customer Trends and Coverage

DJJ assists Virginia juveniles and their families through both community and institutional programs and services. While the population of juveniles ages 10-17 has steadily increased (this population in calendar year 2004 was 825,465), trends indicate that the number of juveniles seen for intake by DJJ court service units has decreased. Between FY2004 and FY2005 there were declines in total juvenile offense complaints, total number of juveniles seen for delinquent intakes, and number of intakes for felony offenses. There has also a decline in the number of juveniles admitted to juvenile correctional centers in the past few years. Admissions to secure detention declined between FY2003 and FY2005. The number of juveniles released from the juvenile correctional centers who were reconvicted of a new criminal or delinquent offense (recidivism within one year of release) has declined since FY2002.

Future Direction, Expectations, and Priorities

DJJ plans to continue the initiatives and improvements to services that have been implemented over the past several years. The agency expects to continue to provide secure residential placements for juveniles to protect and promote public safety while continuing efforts to provide juveniles with treatment, training, and services to ensure the success of juveniles in the community as productive citizens. DJJ will continue its use of the most appropriate services for juveniles in the most efficient ways possible.

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Impediments

CRITICAL ISSUES OF JUVENILE JUSTICE

REDUCING RECIDIVISM

Recidivism is an important concept for juvenile and adult criminal justice systems because it provides a measure of outcome success, and is usually the primary measure of interest when evaluating a program's success. The Department of Juvenile Justice's (DJJ) official measure of recidivism is reconviction. This rate is preferred because it considers the final adjudication of guilt, rather than the level of arrest activity. At the beginning of the Warner administration in FY 2002, the 12-month reconviction rate for Juvenile Correctional Center (JCC) Releases was 43.0%. By the close of the administration in FY 2004, it had decreased to 37.6%. The 12-month reconviction rate for Probation Placements decreased from 26.3% in FY 2002 to 24.2% in FY 2004. While these statistics show noteworthy improvement, the Department is committed to further reducing recidivism among these populations. Towards this goal, DJJ is continuing its efforts to further reduce recidivism through enhanced aftercare programming, transitional and parole planning, and an ongoing review of cases with unsuccessful outcomes to determine potential improvement areas.

RE-ENTRY

The Department views re-entry from secure confinement a critical component for successful rehabilitation. Transition from juvenile correctional centers and post-dispositional programs require involvement from both public and private service agencies. DJJ currently has taken the lead in the facilitation of the development of the Mental Health Transition Plan Regulations. These regulations will bring the Department of Mental Health, Mental Retardation and Substance Abuse Services, DJJ, and other identified agencies to the table to insure that juveniles exiting secure confinement with a mental health diagnosis are connected to services and agencies prior to release.

DJJ, the Department of Correctional Education (DCE) and the Department of Education (DOE) jointly revised the Re-enrollment Regulations to address issues that have occurred with the transition from secure confinement back to the public school. The revised regulations include time frames for re-enrollment and include accountability measures to insure that offenders' educational needs are met. The Department is in the initial stages of developing a Memorandum of Agreement with the Department of Rehabilitation Services to identify and work with eligible wards while in the JCCs so that they will then be connected to local agencies and services. Additionally, the Department has an array of both private and public service providers that provide a range of transitional services to parolees that include treatment, employment and educational services.

REHIRING COURT SERVICE UNIT DIRECTORS

In 2003 Virginia Code §§ 16.1-233, 16.1-235 and 16.1-236 were amended and Virginia Code § 16.1-236.1 was created to clarify the authority of the Director of the Department of Juvenile Justice (DJJ) to hire, transfer and terminate probation officers and supervisors as needed or demanded in state-operated court service units (CSUs.) The amended section clearly states that DJJ will hire probation and probation supervisory staff, and the judiciary will select (appoint) the court service unit director.

Section 16.1-236.1. (A) describes the process for hiring Court Service Unit Directors.

State-operated court services units:

A court services unit director shall be designated for each state-operated court services unit. The judge or judges of the juvenile and domestic relations district court shall, from a list of eligible persons submitted by the Director appoint one court services unit director for the state-operated court services unit serving that district court. The list of eligible persons shall be developed in accordance with state personnel laws and regulations, and Department policies and procedures.

If any list of eligible persons submitted by the Director is unsatisfactory to the judge or judges, the judge or

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judges may request the Director to submit a new list containing the names of additional eligible persons. Upon such request by the judge or judges, the Director shall develop and submit a new list of eligible persons in accordance with state personnel laws and regulations, and Department policies and procedures.

The amendment, however, did not clarify the process for the appointment of a Director of a state operated CSU. Sometimes the process goes smoothly and there are no problems. Occasionally there have been different interpretations of the Code section by Judges and the Department, for instance, the definition of the "list of eligible persons", how many persons constitute a list, the process for obtaining a new "list of eligible persons" and how many new lists may be requested, are some of the issues that end in conflict between the Department and the judiciary. The impact has been:

1. □ The appointment and hiring of CSU Directors has been unnecessarily prolonged.
2. □ The selection of the Department's "list of eligible persons" deemed most qualified by the Department's interview panel, have been rejected.
3. □ Due to DHRM policy the Department has had to re-advertise and, interview applicants for positions, often interviewing the same candidates.
4. □ The procedure for hiring CSU Directors in State Operated CSUs is not consistent.
5. □ The appointment process is not clear.
6. □ A request from the Department to the Attorney General for guidance.
7. □ The Department continues to insure that DHRM policy and guidelines are complied with, however action by Judges could be problematic, when conflict and disagreement over the appointment process occurs.

TURNOVER IN JUVENILE CORRECTIONAL OFFICER RANKS

JCCs continue to experience significant turnover among Juvenile Correctional Officers (JCO), therefore, DJJ is continuously recruiting to find enough qualified staff for these positions. The Department is addressing the recruitment and retention of Correctional Officers as follows: establishing a working committee consisting of representatives from Institutions, Human Resources, Background Investigations, Budget, Training and JCC Personnel to review and implement recruitment/retention strategies, assigning two Recruiter positions to initiate, participate and monitor recruitment activities in the JCCs, reviewing, assessing and in some cases increasing JCO staffing levels to compensate for ongoing shortages, implementing a Field Training Officer Program, and initiating a new security staffing study which will be completed this fiscal year.

It is believed that a number of factors, such as JCO pay, competition from localities and other law enforcement agencies, low morale, working environment, staffing shortages, mandatory overtime, aggressive/assaultive wards, etc. contribute to the issues cited above. However, to date the Department has no empirical data to substantiate these beliefs and Recruiters are now beginning to collect data regarding JCO turnover to identify recruitment/retention issues and strategies which can be evaluated for future initiatives.

MENTAL HEALTH SERVICES AND RESOURCES IN THE COMMUNITY

Significant numbers of juveniles under the community supervision of DJJ have serious mental health and substance abuse problems. This includes juveniles on probation supervision as well as those who may be temporarily placed in a secure detention facility. Estimates of the extent of these problems are in the range of 30 - 40% of juveniles having either substance abuse or mental health problems. Many have both. The Department is largely unable to address these needs due to a lack of resources. Juveniles before the court are not a "mandated" population to receive services under the Comprehensive Services Act for At-Risk Children and Families. Services that are available must be funded either through private insurance, limited Medicaid, or through the Community Services Board system which is unable to adequately meet the demand for services. A number of detention facilities have established some capacity to address these problems through a combination of grants and local funding. Juvenile offenders with serious mental health and substance abuse problems represent among the most challenging populations under DJJ supervision. Inadequate resources make it extremely difficult to address the needs of these youth, often leading to further involvement in the juvenile

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justice and other child serving systems.

SIGHT AND SOUND SEPARATION

DJJ is actively working to comply with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) policy interpretation regarding the separation core requirement [Section 223(a)(13)(A)] of the JJDP Act. The policy requires that juveniles convicted by a circuit court and those over the age of 18.5 be kept “sight and sound separate” from other juvenile wards in the Department’s JCCs. DJJ’s target date for coming into compliance with the OJJDP sight and sound separation requirement is May 2006.

The primary strategies for achieving this objective have been to designate Culpeper JCC as a facility that will house only male wards over the age of 18, to designate Buchanan Cottage on the campus of Bon Air JCC as the unit to house female wards over the age of 18, and to restrict the placement of convicted adult wards in other facilities. Should a convicted ward attain the age of 18 while residing at a JCC, the ward will be removed from the facility before attaining the age of 18.5 and, as appropriate, may be released to parole supervision, placed in a transitional facility, transferred to Culpeper JCC or to Natural Bridge, as appropriate to the ward’s classification.

DJJ has been working diligently to make sure that the “sight and sound separate” mandate is met without a lot of disruption to the correctional centers or any adverse impact on the wards. The majority of the juveniles falling under this mandate have already been moved to Culpeper JCC and plans are underway to gradually move the remaining wards by May 2006. This process has also allowed Culpeper to develop services and programs appropriate to an older population and to gradually and systematically hire and train staff to work with this specific population.

Agency Background Information

Statutory Authority

DJJ’s authority is found primarily in Title 16.1 and Title 66 of the Code of Virginia; specific chapters under Title 16.1 and Title 66 are summarized below. For statutes applicable to individual service areas, please refer to those specific service area plans.

Title 16.1

- Chapter 10 (§16.1-222 through §16.1-225) authorizes and guides the use of the Virginia Juvenile Justice Information System.
- Chapter 11 (§16.1-226 through §16.1-361) guides DJJ and the Juvenile and Domestic Relations (J&DR) District Courts in matters including the following:
 - General provisions for J&DR district court law, including purpose and intent as well as definitions;
 - Organization/operation of J&DR district courts and personnel;
 - Jurisdiction and venue of the J&DR district courts;
 - When and how a juvenile may be taken into custody, arrested, detained, or placed in shelter care;
 - Court procedures and documents (for intakes, petitions, and notices);
 - Appointment of attorneys to represent juveniles;
 - Transfer of juveniles to circuit court to be tried as adults;
 - Juvenile court process;
 - Juvenile court decisions, options, and sentences;
 - Probation and parole;
 - Appealing court decisions;
 - Confidentiality and deletion of juvenile court records;
 - Virginia Juvenile Community Crime Control Act (for community-based early intervention programs and services;
 - Juvenile detention facilities and other residential care;

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- Funding of local juvenile facilities, programs, and locally operated court service units;
- Private operation of juvenile detention facilities;
- Cooperative agreements with other states than relate to juveniles;
- Serious or habitual offender comprehensive action programs;
- Emancipation of minors;
- Psychiatric inpatient treatment of minors;
- Standby guardianship; and
- Competency of juveniles to stand trial.

Title 66

- Chapter 1 (§66-1 through §66-12) establishes the Department of Juvenile Justice and guides the power, duties, and procedure's for the agency's Director and the Board of Juvenile Justice.
- Chapter 2 (§66-13 through §66-25.2) addresses the care of juveniles who have been committed to the Department of Juvenile Justice.
- Chapter 2.1 (§66-25.3 through §66.25-7) guides the use of privately operated facilities or services for the care of children who have been committed to the Department of Juvenile Justice.
- Chapter 3 (§66-26 through §66-35) focuses on locally operated juvenile delinquency prevention programs.

Customer Base:

Customer Description	Served	Potential
Community and prevention group members who participate in activities at Camp New Hope	765	800
Court Service Unit staff who participate in activities at Camp New Hope	126	140
Department of Juvenile Justice staff	2,420	2,420
DJJ Juvenile Justice Groups who participate in activities at Camp New Hope (this is a subset of all DJJ employees as well as JCC security staff)	399	420
Domestic/Child Welfare intakes for the 32 state operated Court Service Units	80,579	80,000
Domestic/Child Welfare intakes for the three locally operated Court Service Units	6,123	6,735
Group Home residents who participate in activities at Camp New Hope	292	292
Juvenile correctional center security staff	701	701
Juvenile intake cases for the 32 state operated Court Service Units	58,817	58,817
Juvenile intake cases for the three locally operated Court Service Units	9,144	10,058
Juvenile offenders admitted to DJJ juvenile correctional centers	978	940
Juveniles admitted to locally operated detention facilities (does not include juveniles admitted to the one state operated detention facility)	17,513	17,513
Juveniles detained in the state operated juvenile detention facility at Culpeper	106	106
Locally operated Court Service Units	3	3
Locally operated juvenile detention facilities	24	24
New commitments to the state (for which parole services are provided) for the three locally operated Court Service Units - this us a subset of the total admissions to DJJ juvenile correctional centers	51	51
New probation cases for the 32 state operated Court Service Units	6,332	6,332
New probation cases for the three locally operated Court Service Units	1,302	1,302
Placements into the Natural Bridge Juvenile Correctional Center (this is a subset of the juveniles admitted to DJJ juvenile correctional centers)	133	140
State operated court service units	32	32

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Anticipated Changes In Agency Customer Base:

There are no major changes anticipated in the base, other than those due to population changes or specific trend patterns.

Agency Products and Services:

Current Products and Services

DJJ contracts with private providers and government agencies to provide community-based residential and non-residential services. Services are provided based on individual case needs as determined by the supervising probation or parole officer in the Court Service Units. Services include residential substance abuse services, mental health services and alternatives to juvenile correctional facilities. Non-residential services include educational support services, employment services, treatment services, mentoring, surveillance, and relapse prevention services.

DJJ provides the following administrative and support services under this service area:

- Information Technology – includes operation of the Juvenile Tracking System (JTS) and all office automation support functions within DJJ not specifically sourced to VITA.
- Accounting and Budget – includes all financial operations and budget functions (both current and prospective).
- Architectural and Engineering – includes all capital outlay, construction, and DJJ-owned facility upgrades.
- Food and Dietary – services not covered by Service Area 39807 (Food and Dietary Services); this includes activities of Central Office staff.
- Personnel – includes all human resource activities for DJJ.
- Planning and Evaluation – includes all research, evaluation, and planning activities for DJJ programs and facilities.

Factors Impacting Agency Products and Services

Increases in population may impact the number of individuals receiving services under this service area. Also, specific initiatives (such as gang identification and prevention activities) may place additional needs on staff time and resources. New legislation, staff turnover, and changes in funding may also impact services provided through CSUs. Fewer staff in support positions may delay or decrease services until such support functions may be restructured. Also, Rising cost-of-living expenses has increased the cost of the services to the Department.

Anticipated Changes in Agency Products and Services

There are no anticipated changes to services provided under this service area. It is anticipated that the revision in the budget/strategic plan process will streamline the identification and provision of services under this service area.

Agency Financial Resources Summary:

DJJ's funding comes from general funds (97.6%) and nongeneral funds (2.4%).

	<u>Fiscal Year 2007</u>		<u>Fiscal Year 2008</u>	
	General Fund	Nongeneral Fund	General Fund	Nongeneral Fund
Base Budget	\$189,766,802	\$9,374,784	\$189,766,802	\$9,374,784
Changes To Base	\$17,877,983	(\$4,206,907)	\$17,539,244	(\$4,206,907)
AGENCY TOTAL	\$207,644,785	\$5,167,877	\$207,306,046	\$5,167,877

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Agency Human Resources Summary:

Human Resources Overview

As of May 31, 2005, the Department of Juvenile Justice (DJJ) has an authorized FTE level of 2,427 with 2188 FTE positions currently filled. Twenty part time employees occupy 10 of the FTE positions for an actual head count of 2198 classified employees. The DJJ workforce is assigned throughout the Commonwealth of Virginia. In order to accomplish its mission, the Department operates 6 Juvenile Correctional Centers, 1 Reception and Diagnostic Center, 32 Court Service Administrative Offices and 3 Halfway Houses. Over 56% of the DJJ workforce is assigned to the Richmond area. Eighty-three (3.78%) employees are assigned to the Northern Virginia area and have a median salary of \$40,043. The median statewide salary of DJJ employees (excluding NOVA) is \$31,458. The statewide median salary for DJJ employees is \$31,666. The majority of DJJ employees are in pay band 3 (756 or 34.39%) and pay band 4 (879 or 39.99%).

The Department's employee demographics reflect its commitment to diversity and equal opportunity employment. As of May 31, 2005 over 55% of the DJJ population is female and over 50% is of the Black, Hispanic, Asian or American Indian race. The percentage of minorities in professional positions is 35.9% and 34.89% in Official or Administrator positions. Females make up 56.01% of DJJ's professional positions, and 39.47% of its Official or Administrator positions. Blacks comprise 79.13% of employees in the protective service worker category and females 42.65% in this category. The median age of DJJ's employees is 44 with 61.87 percent of its workforce over the age of 40. The oldest DJJ employee is 82. The majority, or 64%, of DJJ employees have 10 or less years of State service with 6.4 years serving as the median years of service. About 18% of the workforce has over 20 years of State service. One DJJ employee has 38.3 years of service to the Commonwealth. For Fiscal Year 2005, 27 employees elected service retirement. This represented only 1.2% of the DJJ Workforce.

Full-Time Equivalent (FTE) Position Summary

Effective Date:	5/31/2005
Total Authorized Position level	2427
Vacant Positions	239
Non-Classified (Filled).....	0
Full-Time Classified (Filled)	2178
Part-Time Classified (Filled)	10
Faculty (Filled)	0
Wage	232
Contract Employees	0
Total Human Resource Level	2420

Factors Impacting Human Resources

Recruitment: The recruitment of a competent and qualified correctional and clinical workforce to directly service the wards in DJJ's charge remains an ongoing challenge. The following factors impacting recruitment in the juvenile correctional centers:

- Compensation – appropriate compensation (starting pay) is generally an issue when hiring in roles requiring licensure, certification and/or seeking higher levels of education (psychologist, nurses, social workers, probation officers). However, the starting salary for Juvenile Correctional Officers, a position that has a minimum level of requirements, is periodically reviewed to determine appropriate starting pay.
- Environment – a core component of the Department's operational functions involves the incarceration of juveniles with various levels of committed offenses. The older and more aggressive population generally contributes to the stress of an already demanding the work environment. The JCC's that handle this population generally have the greatest recruitment need. In addition, the geographical location of the

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Culpeper JCC is a factor impacting the recruitment of quality persons.

- Market Factors – Current market factors (either external or internal to the Commonwealth) will continue to impact recruitment efforts. Recent changes require a person holding the title of Psychologist to be licensed. This resulted in changes in the hiring unit's recruitment strategy.
- Agency Business Need - The Department determined and it was approved appropriately to increase the staffing levels at the Culpeper JCC in order to accommodate the forecasted expansion of the ward population at Culpeper.

Retention: Many of the same factors that drive recruitment impact the retention of employees in positions that directly service the wards. For the Fiscal Year (FY) 2005 the reasons for the resignations of 283 employees were captured. Employee listed the following reasons:

- Better Job 93 33.0%
- Dissatisfied 12 4.2%
- During Probation 17 6.0%
- Home Responsibilities 13 4.6%
- Ill Health 3 1.1%
- Leaving Area 11 3.9%
- Other 123 43.4%
- School 11 3.8%

The employee turnover is highest in the Juvenile Correctional Centers for Security Officer III (JCO) and Security Officer IV (SGT). As of the 3rd quarter ending 3/31/2005 the turnover rate these two roles was 26.21%. The Culpeper JCC had the highest turnover rate, 42.52 percent and Natural Bridge JCC had the lowest turnover, 15.19%.

Retirement Eligibility: Unlike many State agencies DJJ's retirement eligibility data does not reveal that employee retirement will have a significant impact on the staffing levels.

- As of May 31, 2005 only 26 or 1% of DJJ employees were 65 years old with 5 years of service.
- In 2019 the department will reach its highest projected retirement eligibility peak with 96 or 4% of its employees at the retirement age of 65 with 5 years of service.
- The percent of employee eligible to retire with unreduced benefits is of course greater. As of May 31, 2005 160 or 7% of DJJ's employees were eligible to retire with unreduced benefits.
- From 2006 until 2033 the average is 69 or 3% of DJJ's employee that are eligible to retire with unreduced benefits. The year 2034 has the highest projected number of employees eligible for full retirement. Our security staff are covered under VALORS and therefore eligible for full retirement at age 50 with 20 years of service.

Anticipated Changes in Human Resources

- Strategic direction setting is central to workforce planning and provides the basis for critical assumptions about the agency's future operational needs. Information identifying key demographic features of the Department's workforce can be accessed by Human Resources and will be used in assessing workforce status.
- The DHRM purchase of an applicant tracking system that uploads into PMIS will promote consistency in the applicant data captured and reported. The standardization of one applicant tracking system for the State and in particular DJJ's correctional centers will equip the agency with the system needed to submit and retrieve information from the EEO assessment tool. The implementation of this action supports the Fairness and Diversity measures listed on the Governor's scorecard
- There are major training initiatives on the horizon that effect DJJ leadership. The Commonwealth has directed the development and implementation of a mandatory training for Managers and Supervisors. This training is supported by the new LMS, which will track all of the training conducted in the agency.
- The expansion of the client population at Culpeper JCC will continue to facilitate the use of creative recruitment and retention measures.

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Agency Information Technology Summary:

Current State / Issues

- The Juvenile Tracking System (JTS) is the Department of Juvenile Justice's mission critical application that tracks most of the significant data needed by the agency. The number of modules in this application has increased over the years and now total 17. The first module was developed in 1996 and no significant changes in code and functionality have been made to that module since then. The remainder of the modules have followed the same pattern. The application infrastructure was recently upgraded to Oracle 10G Web and database servers. All current modules were developed in Oracle Forms that is at the end of its technical life cycle. Major issues include performance, inputting data into the application, extracting data from the system via reports and the database servers are now over 5 years old.
- Network performance is currently being optimized to meeting the growing business needs. The western region has recently had its bandwidth doubled with plans to upgrade the rest of the state this fiscal year. An ongoing issue is dial-up offices in which newer technology is not yet available.
- 600 computers were replaced the last two fiscal years. We will continue to try and replace 25% of our systems on a yearly basis.
- Security of our data is stipulated by the code of Virginia. Security practices need to be modified to compensate for changes brought about by transformation activities within VITA and the Commonwealth.

Factor Impacting Information Technology

- Changes driven by VITA transformation activities may change DJJ's ability to serve external agency and internal information technology customers. This is likely to increase agency overhead costs to meet the transformation, security, and governance mandates.
- The application development language used to develop the JTS System is at the end of its technical life cycle requiring a move to a current language. The technical architecture needs to be modernized in order leverage any potential future graphic and imaging needs.

Anticipated Changes / Desired State

- Reengineering JTS using newer technologies in order to improve performance, functionality, and data input/output. This aligns with Department of Juvenile Justice's goals in that it will reduce the amount of time probation officers spend entering data and increase the amount of time they work with clients.
- Incorporating Document Imaging/Content Management technologies in order to improve operational efficiencies. This aligns with Department of Juvenile Justice's goals in that it will reduce the amount of time probation officers spend entering data and increase the amount of time they work with clients.
- Deployment of Financial Management and Human Resources systems in order to improve efficiencies. Currently part of the Commonwealth Enterprise Architecture (EA) initiative.
- Utilize improvements in correctional technologies to improve safety and accountability in the Juvenile Correctional facilities.

Agency Information Technology Investments:

	<u>Cost-Fiscal Year 2007</u>		<u>Cost-Fiscal Year 2008</u>	
	General Fund	Nongeneral Fund	General Fund	Nongeneral Fund
Major IT Projects	\$0	\$0	\$0	\$0
Non-Major IT Projects	\$200,000	\$0	\$200,000	\$0
Major IT Procurements	\$0	\$0	\$0	\$0
Non-Major IT Procurements	\$50,000	\$0	\$50,000	\$0
Totals	\$250,000	\$0	\$250,000	\$0

Agency Capital Investments Summary:

Current State / Issues

- The need to modernize, repair, or upgrade major building components and infrastructure due to the

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age of the facilities, many of which are in excess of 40 years old.

- Aging facilities that are no longer cost effective.
- Modifications in Building Codes and changes in compliance with other federal and state mandates that require significant investment in existing facilities.
- Changes in the delivery of services resulting in the need for different counseling, therapy, and vocational spatial configurations.
- Changes in building technology that is not easily adaptable to older facilities.

Factors Impacting Capital Investments

- Repair and upgrading existing facilities versus new construction.
- The difficulty of retro-fitting older structures with modern building mechanical and electrical systems.
- Satisfying an increasing need for multi-use space in older structures with small or dedicated spaces.
- Increased costs to construct systems in non institutional/commercial structures.
- Maintaining a secure environment in an older structure.

Capital Investment Alignment

- Close aging facilities that are no longer cost effective, or are beyond life-cycle or do not meet current Owner needs.
- Replace older facilities with smaller scale, service oriented, multi-use facilities that are more efficient to operate and maintain.
- Reduce the overall numbers of personnel needed to maintain and operate facilities by constructing more efficient structures and infrastructure.

Agency Goals

Goal #1:

Use of a comprehensive, risk-based system of community-level treatment programs and graduated sanctions will prevent and reduce juvenile crime through immediate and effective intervention.

Goal Summary and Alignment:

Statewide Goals Supported by Goal #1

- Inspire and support Virginians toward healthy lives and strong and resilient families.
- Protect the public's safety and security, ensuring a fair and effective system of justice and provide prepared response to emergencies and disasters of all kinds.

Goal #2:

Provision of a seamlessly integrated system of state and community-level programs that will ensure that every offender receives appropriate services at every point in the juvenile justice process.

Goal Summary and Alignment:

Offenders' needs for competency development will be balanced with their need to be held accountable and the public's need to be protected.

Statewide Goals Supported by Goal #2

- Inspire and support Virginians toward healthy lives and strong and resilient families.
- Protect the public's safety and security, ensuring a fair and effective system of justice and provide prepared response to emergencies and disasters of all kinds.

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Goal #3:

Juvenile offenders committed to the state will participate in state-of-the-art rehabilitative programs in an environment that protects the safety of every ward, staff member, and citizen.

Goal Summary and Alignment:

This goal supports Virginia's long-term objectives by ensuring exemplary management practices. Such practices will enhance Virginia's economy by maintaining a fiscally sound government that will attract and retain business investment. These practices also will instill Virginia's citizens with confidence that their government is a responsible steward of their resources.

Statewide Goals Supported by Goal #3

- Be a national leader in the preservation and enhancement of our economy.
- Engage and inform citizens to ensure we serve their interests.
- Be recognized as the best-managed state in the nation.
- Inspire and support Virginians toward healthy lives and strong and resilient families.
- Protect the public's safety and security, ensuring a fair and effective system of justice and provide prepared response to emergencies and disasters of all kinds.

Goal #4:

DJJ will meet expectations for developing and maintaining appropriate human resources, responsible procurement practices, sound financial management and prudent technology use, while accomplishing the agency's objectives.

Goal Summary and Alignment:

This goal supports Virginia's long-term objectives by ensuring exemplary management practices. Such practices will enhance Virginia's economy by maintaining a fiscally sound government that will attract and retain business investment. These practices also will instill Virginia's citizens with confidence that their government is a responsible steward of their resources.

Statewide Goals Supported by Goal #4

- Be recognized as the best-managed state in the nation.
- Protect the public's safety and security, ensuring a fair and effective system of justice and provide prepared response to emergencies and disasters of all kinds.